



## **HOMELAND SECURITY STATEWIDE REGIONALIZATION FRAMEWORK**

State of Missouri  
Department of Public Safety  
State Emergency Management Agency  
Division of Homeland Security

Missouri Association of Councils of Government

Missouri's Regional Planning Commissions &  
Councils of Governments

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## **REGIONALIZATION OPPORTUNITY STATEMENT**

This is an opportunity to build a system to adequately meet the needs of the people of Missouri and distribute financial and physical resources to satisfy Homeland Security requirements from local and regional planning in partnership with state and federal authorities. The concept of Regionalization will require a clear understanding by participants that the acceptance of guidelines, adopted by the Missouri Homeland Security Advisory Council (HSAC) to implement Missouri State Policy and Goals, are followed.

This solution should strive to create efficient, proactive, and reactive strategies equitable to all of Missouri's people, and at the same time, be based on a realistic Threat and Risk Probability Assessment.

## **INTRODUCTION**

The State of Missouri, through the Department of Public Safety (DPS), Division of Homeland Security and State Emergency Management Agency (SEMA), administers Department of Homeland Security Grant Funding. The level of grant funds available has grown from approximately four (4) million dollars up to two hundred (200) million at its highest level. Currently, approximately fifty (50) million dollars are available in FY05 for various programs associated with increasing our State's level of preparation and response to Homeland Security threats.

Federal expectations and logic call for a more regional approach to State level Homeland Security Initiatives. A recent National Association of Development Organizations (NADO) survey found that a growing collection of state agencies are contracting with and involving regional agencies in their Homeland Security efforts. Currently, twelve (12) states across the nation have established formal relationships with regional development organizations to perform Homeland Security services and tasks.

In the past, approximately 1,300 sub-grantees successfully applied for Homeland Security funding across the State. This caused a tremendous administrative workload on SEMA staff. Also, the process of allowing each political subdivision to apply for grant funding individually has led to duplication of equipment and resources within close geographical proximity to each other.

In order to more efficiently manage and administer the pass-through Homeland Security funding, the State has proposed to organize into regions, based upon the existing nine (9) troop areas of the Highway Patrol, with an additional two (2) areas for the Kansas City and St. Louis Metro locations. Within these eleven (11) regional areas, the local Regional Planning Commissions (RPCs) will be utilized to organize the local political subdivisions in the creation of regional grant allocation committees who will decide upon grant funding request priorities on a regional basis. The local regional planning commissions will also be responsible for handling local administration processing of the grant funding.

This arrangement accomplishes many positive outcomes. One, it generates incentive for local regions of the State to cooperate with each other in focusing on their immediate needs, based upon the requirements to address the thirty-six (36) capabilities established in the Homeland Security Risk Survey. Two, it concentrates decreasing funding levels towards addressing the most critical threats and risks within the regions, decided by the members of the region themselves, using the federal threat/risk guidelines.

The State believes this arrangement will be the most beneficial, effective method of targeting federal Homeland Security grant funding for our State. As federal funding becomes less available, the need increases to use these funds for the greatest possible benefit of our people.

## **CURRENT LAW AND POLICY**

### **US Department of Homeland Security (DHS)**

The DHS provides funds and policy direction to state governments regarding the safety and security of our homeland. Through the DHS Office of State and Local Government Coordination and Preparedness (SLGCP), Homeland Security Grants and Training, state and local emergency prevention, preparedness, and response personnel will receive funding to enhance the nation's Homeland Security. These funding programs are administered by SEMA.

### **State Emergency Management Agency (SEMA) – State Law (RSMo 44.020)**

State statutes created within the Military Division of the Executive Department, Office of the Adjutant General, SEMA, for the general purpose of assisting in coordination of national, state, and local activities related to emergency functions by coordinating response, recovery, planning, and mitigation. This agency shall also serve as the statewide coordinator for activities associated with the National Flood Insurance Program (NFIP).

SEMA coordinates Missouri's inter-departmental and multi-jurisdictional responses to all emergency responses within the State. SEMA, in conjunction with DPS, and Missouri Homeland Security Advisory Council (HSAC), coordinates strategy planning and fund allocation within the State. Specifically, SEMA Homeland Security Awards Branch is tasked to distribute grant money received from the United States Department of Homeland Security (DHS), Homeland Security Grants and Training. To assist with federal reporting requirements associated with accepting the grants, SEMA developed an Electronic Grant Management System (EGMS) to track requests, allocations, and ownership of resources. SEMA continues to work with all its stakeholders including Missouri's Regional Planning Commissions (RPCs) and two (2) Urban Area Security Initiative (UASI) cities to promote joint strategy development and planning collaboration.

### **Homeland Security Advisory Council (HSAC) – Executive Orders (# 0520 and 06-09)**

The HSAC is charged to work with and provide direction to the Regional Homeland Security Oversight Committees (HSOCs) to establish strategies and priorities for Missouri Homeland Security grant funding programs and other Homeland Security initiatives. The HSAC also ensures that proper Homeland Security plans are in place at both the local and state level, and examine how Homeland Security grant funds can best be coordinated and expedited. The Director of DPS chairs the HSAC and serves as counsel to the Governor. The OHS Coordinator ensures implementation and handles operational matters.

### **Regional Planning Commissions (RPCs) [Non-Metropolitan Areas] – State Laws (RSMo 251.320)**

State statute establishes the RPC network and duties. The operation of each RPC must be in accordance with resolutions approved by the local governments' governing bodies, representing at least half the region's population. The RPC is authorized to adopt a comprehensive plan for the region's development. The comprehensive plan outlines recommendations for all types of development and may include existing infrastructure and future transportation plans. The comprehensive plan's purpose is to guide the region's development in accordance with existing and future needs. RPCs also partner with state and federal agencies to provide a wide range of plans, programs and services to their member local governments.

### **Missouri Association of Councils of Government (MACOG) – Missouri 501(c)6 Corporation**

MACOG is the statewide association representing Missouri's nineteen (19) Regional Planning Commissions and Councils of Government. MACOG's governing board comprises the executive directors of all the State's regional planning agencies.

## **WHAT IS THE REGIONALIZATION FRAMEWORK**

The following document is the basis for the development of an implementation plan for the regionalization of the State of Missouri for Homeland Security purposes. These regions will act as the recipients of Homeland Security funding, and will be responsible for proposing allocations for the regions.

SEMA and OHS will enter into a partnership with MACOG and the associated RPCs. For decades, RPCs have been instrumental in bringing local officials, business leaders, and community stakeholders together to address critical issues on a regional basis. These efforts have traditionally focused on coordinating and fostering local economic development, transportation, and land use planning activities. However, Missouri's RPCs are now also involved in all-hazard mitigation planning, solid waste management programs, housing activities, and the enhancement of local data through advanced Geographic Information Systems (GIS).

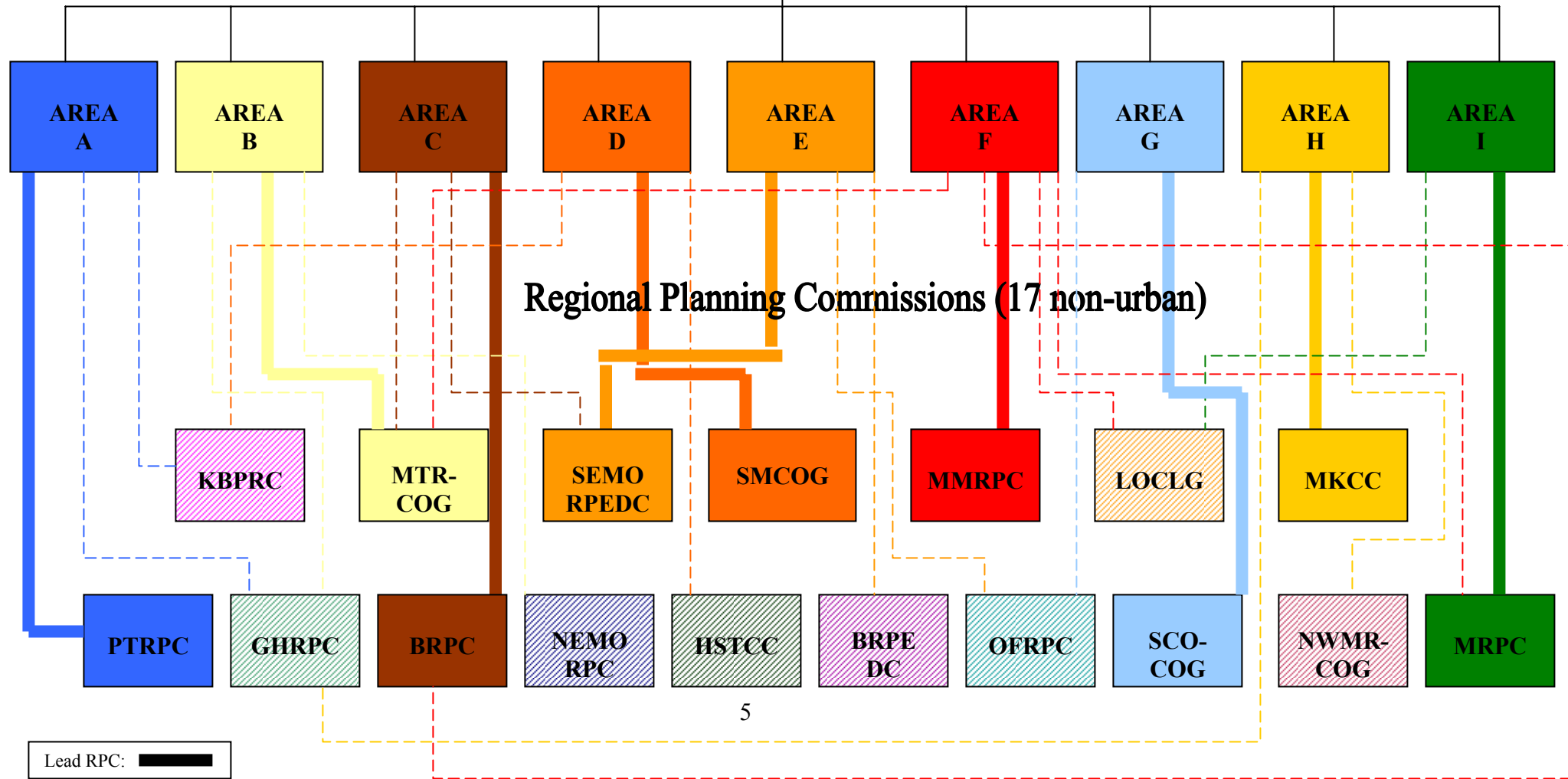
By working closely through Missouri's RPCs, SEMA and OHS can establish the most effective strategies and programs to prepare the State's regions and communities. This Regionalization Framework will leverage the technical capabilities of the RPCs and tap into their ability to facilitate the strategic cooperation of individual local jurisdictions. The RPCs can help assess and prioritize equipment needs and assets, coordinate the integration of first responder communication systems, and foster inter-jurisdictional cooperation and partnerships within their respective regions.

The Regionalization Framework is based on the following structure as further described below (*see attached chart*).

# HOMELAND SECURITY ADVISORY COUNCIL

Regional Homeland Security Advisory Board  
One (1) representative from each RHSOC

## Regional Homeland Security Oversight Committees (9 RHSOC's)



## **REGIONAL HOMELAND SECURITY OVERSIGHT COMMITTEES (RHSOC)**

### **Purpose**

The primary purpose of the RHSOCs is to administer plans, projects, and grant programs at the area level. The lead RPC will serve as the primary administrative agent for the committees and will serve as the fiscal agent for the administration of grant programs. The lead RPC can sub-contract work elements to associated RPCs within their respective area.

### **Composition**

The RHSOCs will be administered by the lead RPC of the area: the lead RPC Executive Director will serve as a non-voting, ex-officio member of the committee, and the lead RPC shall appoint the committee's Executive Secretary. (It is anticipated that the lead RPC will keep the associated RPCs – with counties located within the respective areas – fully aware of the activities of the RHSOC).

The RHSOCs will comprise of one (1) representative from each of the following core disciplines:

- Director of Emergency Management
- Chief of Police
- County Sheriff
- Chief of Fire
- County Health
- Homeland Security Response Team
- City or County Public Works
- Mayor or City Administrator
- County Commissioner
- Private Industry/Public Utility
- Emergency Medical Service
- 911
- Volunteer Sector

To further support the RHSOCs, representatives as designated by the Director or Agency Head of each agency from the following designated agencies will serve as non-voting, ex-officio members and will actively work with the committees and serve as liaison to them in each respective region:

- Missouri State Emergency Management Agency (SEMA) Area Coordinator
- Missouri Department of Natural Resources (DNR)
- Missouri State Highway Patrol (MSHP)
- Missouri Department of Health and Human Services (DHSS)
- Missouri Fire Marshal's Office (FM)
- Missouri Department of Agriculture (DOA)
- Missouri Department of Transportation (MODOT)
- Missouri Department of Conservation (MDC)
- Missouri Water Patrol (WP) – *as appropriate to the respective regions*

SEMA will take a lead role in coordinating the initial membership of the RHSOCs through the various representative core discipline groups and ex-officio agency members. SEMA will assist the RPC in a joint effort to identify replacement members on the RHSOC as the situation dictates.

### **Function**

The RHSOCs shall meet at minimum on a quarterly basis. The committees will conduct all matters related to the regional administration of State Homeland Security plans, programs, and services. The RHSOCs will also perform other duties as assigned in annual work plans.

The RHSOCs will elect a chair and vice-chair for one (1) year terms –with the vice-chair assuming the chair position in a rotating manner. The officer positions shall be held by alternating city and county elected officials currently serving on the committee.

The official office of the RHSOCs shall be the office of the respective lead RPC. The RHSOCs shall comply with Missouri’s open records and open meetings statutes (RSMo 610.010 et seq.).

The RHSOCs will develop a planning process, in conjunction with SEMA, DPS, OHS and MACOG, to assess, evaluate, identify, and prioritize existing and needed Homeland Security assets. The results of this planning process will be used as a basis for funding and policy recommendations from the area. It is anticipated that this planning process will be developed immediately following acceptance of this Regionalization Framework and will be incorporated as an addendum hereto.

### **REGIONAL BOUNDARIES AND COORDINATION**

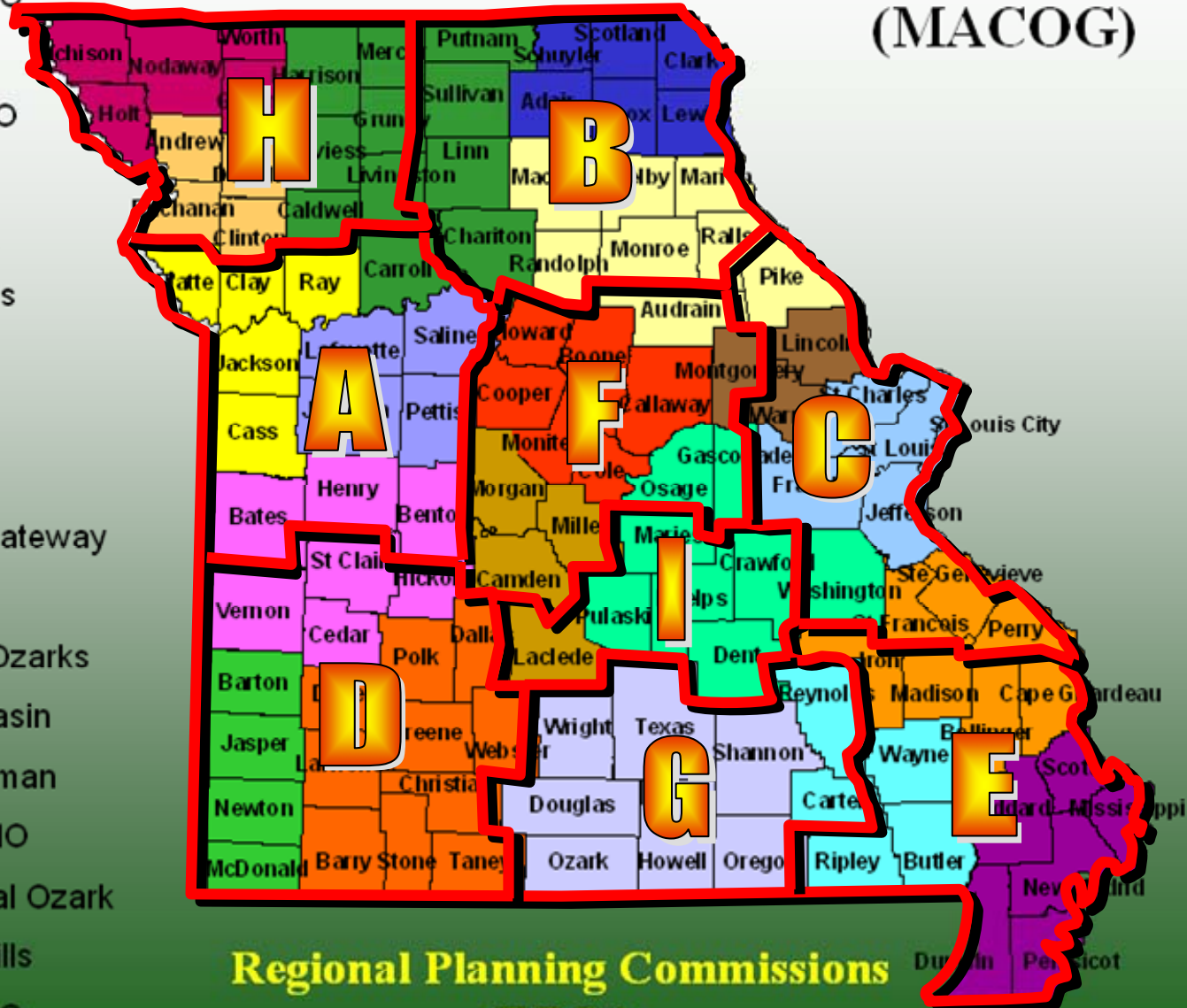
The Regionalization Framework is based on the established boundaries of Missouri’s Regional Planning Commissions and Highway Patrol regions. The State’s two (2) large Metropolitan Areas (Kansas City and St. Louis) already receive funding from a separate DHS stream - USASI. This will necessitate an alteration in the existing Regional Troop Structure regarding Regions A and C. For the purposes of the Regionalization Framework, those counties comprising the metropolitan areas in Troop Regions A and C are referred to as Regions A-UASI and C-UASI, respectively. This identification recognizes that while these counties are located within their respective troop region, they, in essence, have a separate existing planning, emergency, and funding status regarding DHS issues.

*See map on next page*

# Missouri Association of Council of Governments

(MACOG)

- Northwest MO
- Green Hills
- Northeast MO
- MO-Kan
- Mid-America
- Pioneer Trails
- Mid-MO
- Mark Twain
- Boonslick
- East-West Gateway
- Meramec
- Lake of the Ozarks
- Kaysinger Basin
- Harry S. Truman
- Southwest MO
- South-Central Ozark
- Ozark Foothills
- Southeast MO
- Bootheel



**Regional Planning Commissions  
(RPCs)**



The area composition of the RHSOCs is described below:

<b><u>Highway Patrol Region</u></b>	<b><u>Regional Planning Commissions &amp; Counties</u></b>
<i>Area A</i>	<i>Non-UASI RPC</i> Pioneer Trails ( <i>All</i> ) Kaysinger Basin ( <i>Bates, Henry, Benton</i> ) Green Hills ( <i>Carroll</i> )
<i>Area B</i>	Green Hills ( <i>Putnam, Sullivan, Linn, Chariton</i> ) NEMO ( <i>All</i> ) Mark Twain ( <i>Macon, Shelby, Marion, Ralls, Monroe, Randolph</i> )
<i>Area C</i>	<i>Non-UASI RPC</i> Mark Twain ( <i>Pike</i> ) Boonslick ( <i>Warren, Lincoln</i> ) SE MO ( <i>Ste. Francois, Ste. Genevieve, Perry</i> )
<i>Area D</i>	SW MO ( <i>All</i> ) Truman ( <i>All</i> ) Kaysinger Basin ( <i>Vernon, Cedar, Ste. Clair, Hickory</i> )
<i>Area E</i>	Bootheel ( <i>All</i> ) SE MO- ( <i>Iron, Madison, Bollinger, Cape Girardeau</i> ) Ozark Foothills- ( <i>Wayne, Butler, Ripley</i> )
<i>Area F</i>	Mid MO ( <i>All</i> ) Boonslick- ( <i>Montgomery</i> ) Lake of the Ozarks- ( <i>Morgan, Camden, Miller</i> ) Mark Twain- ( <i>Audrain</i> ) Meramec – ( <i>Osage, Gasconade</i> )
<i>Area G</i>	South Central Ozark ( <i>All</i> ) Ozark Foothills- ( <i>Reynolds, Carter</i> )
<i>Area H</i>	NW MO ( <i>All</i> ) MO KAN ( <i>All</i> ) Green Hills ( <i>Harrison, Daviess, Caldwell, Mercer, Grundy, Livingston</i> )
<i>Area I</i>	Lake of the Ozarks ( <i>Laclede</i> ) Meramec ( <i>Maries, Phelps, Dent, Crawford, Pulaski</i> )

<b>RHSOC</b>	<b>Lead RPC</b>	<b>Executive Director</b>
Area A	Pioneer Trails Regional Planning Commission	Rick Childers (660) 463-7934 <a href="mailto:rick@trailsrc.org">rick@trailsrc.org</a>
Area B	Mark Twain Regional Council of Governments	Mark Fuqua (573) 565-2203 <a href="mailto:Fuquacog@rallstech.com">Fuquacog@rallstech.com</a>
Area C	Boonslick Regional Planning Commission	Steve Etcher (636) 456-3473 <a href="mailto:etcher@boonslick.org">etcher@boonslick.org</a>
Area D	Southwest Missouri Council of Governments	Diane May (417) 836-6900 <a href="mailto:dianemay@missouristate.edu">dianemay@missouristate.edu</a>
Area E	Southeast Missouri Regional Planning and Economic Development Commission	Chauncy Buchheit (573) 547-8357 <a href="mailto:cbuchheit@semorpc.org">cbuchheit@semorpc.org</a>
Area F	Mid-Missouri Regional Planning Commission	Edward Siegmund (573) 657-9779 <a href="mailto:edwardsiegmund@mmrpc.org">edwardsiegmund@mmrpc.org</a>
Area G	South Central Ozark Council of Governments	Jim Dancy (417) 256-4226 <a href="mailto:jdancy@townsqsr.com">jdancy@townsqsr.com</a>
Area H	Mo-Kan Regional Council	Tom Bliss (816) 233-3144 <a href="mailto:tom@mo-kan.org">tom@mo-kan.org</a>
Area I	Meramec Regional Planning Commission	Richard Cavender (573) 265-2993 <a href="mailto:rac@meramecregion.org">rac@meramecregion.org</a>

## **REGIONAL HOMELAND SECURITY ADVISORY BOARD (RHSAB)**

### **Purpose**

The Regional Homeland Security Advisory Board (RHSAB) serves as the statewide representation of all nine (9) RHSOCs. The RHSAB will periodically prepare reports and convey needs of the regions directly to the HSAC. Conversely, the RHSAB will accept direction and feedback from the advisory council to convey back to the RHSOCs.

### **Composition**

Each RHSOC will select a committee member to represent their area in the RHSAB that will represent all of the regions and local governments at the state level. The Deputy Director of SEMA will serve as a non-voting *ex-officio* member of the RHSAB.

## **Function**

The RHSAB will meet at least twice a year in Jefferson City, preferably immediately following meetings of the HSAC. SEMA will provide staff and logistical support for the RHSAB including scheduling the meetings, providing notice and record keeping, and presenting reports from the HSAC and other agencies and departments as appropriate.

## **HOMELAND SECURITY ADVISORY COUNCIL (HSAC)**

### **Purpose**

In 2005, the Governor established the HSAC. The council's purpose is to give oversight to the State's Homeland Security Program.

### **Composition**

Council members are appointed by the Governor and generally, are comprised of directors or representatives of the key state departments and agencies associated with Homeland Security planning and response.

### **Function**

The main function of the HSAC will be to produce a comprehensive statewide emergency preparedness, response, and recovery plan for the Governor's review and approval. The council also coordinated the establishment of this Regionalization Framework for information sharing between the State, regional, and local partners.

## **FORMAL AGREEMENTS**

The Statewide Regionalization Framework will be jointly coordinated by the SEMA, OHS, and MACOG. An Administrative and Coordination Agreement will be entered into between the respective parties. If necessary, a lead RPC, as a political subdivision of the state, will enter into the agreement with the state agencies and subcontract with MACOG to provide the administrative support services. This agreement will remain effective for the operating term of the framework.

Each lead RPC will enter into a Master Agreement with SEMA to define the working relationship and funding basis between the respective parties. These master agreements will remain effective for the operating term of the framework.

On an annual basis, each lead RPC will prepare and submit to SEMA a Regional Homeland Security Work Program. The work programs will be developed by the lead RPCs in consultation with SEMA and respective RHSOCs based on priorities identified through the regionalization framework and adopted by the HSAC. The work programs will detail the work priorities, special activities, and deliverables from the respective lead RPCs and RHSOCs for the year, and will identify the year's funding to the respective lead RPCs. Each work program will be reviewed and approved by SEMA prior to the beginning of the fiscal year.